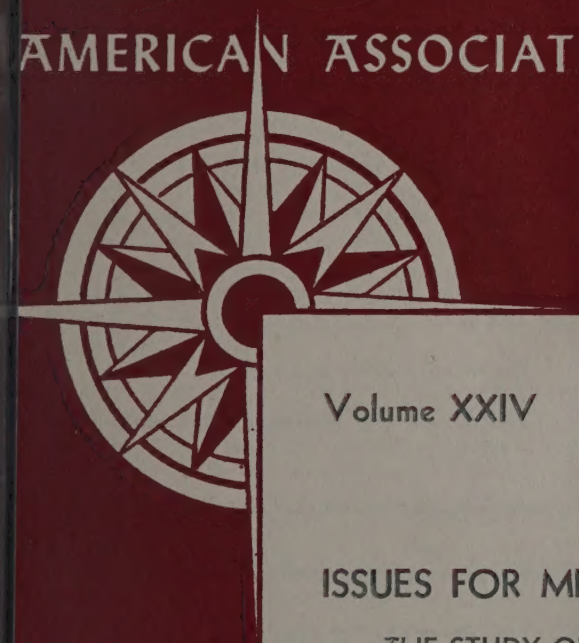
# THE COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS



Volume XXIV March 1943 Number 3

## ISSUES FOR MEMBERSHIP ACTION

THE STUDY OF MEMBERSHIP STANDARDS

ASSOCIATION INCORPORATION

## OTHER ARTICLES ON

SOCIAL WORKERS' STAKE IN WAR FINANCE

RECRUITMENT

SOCIAL WORKERS ON THE FIGHTING FRONT

REPORT ON ASSOCIATION FINANCES

SOCIAL WORK ADMINISTRATION

IN view of the cancellation of the delegate conference, explained on page 14, two important matters which would have been on the conference agenda are to be presented to the membership for action by mail. It is expected that the ballot for the mail vote will be distributed about June 1st. One of these has to do with the results of the special study of membership standards conducted for the National Board by the National Membership Committee. This is essential reading for every member. Conclusions reached by the National Membership Committee and approved by the Board are given in full in this issue along with the specific proposals on which the mail vote will be based and a summary of the full report.

The second question on which members will be asked to vote by mail is a proposal from the Board to bring up to date the Association's corporate status by reincorporation under the laws of the State of New York. A description of this question is given on page 22.

EVERY social worker will be challenged by questions posed for social work in the article on **The Social Workers' Stake in the Program of War Finance.** *Miss Mabel Newcomer,* author of this article, is a noted tax expert. She is now head of the Department of Economics at Vassar College, has taught at the University of Chicago School of Social Service Administration for several summers, has recently completed a research job as a member of the Secretary of the Treasury's Committee on Federal, State and Local Fiscal Relations, and has worked with special state tax commissions in New York and other states.

STUDY material for chapters and members is offered in the article on administration as a social work function which goes deeply into factors now interfering with effective administration of social services. The war situation should accelerate our concern to remove these interferences.

SIGNIFICANT but often little understood aspects of the Association's financial situation are presented by the Treasurer along with cold figures about 1942 and how 1943 looks to the National Board.

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# THE SOCIAL WORKERS' STAKE IN THE PROGRAM OF WAR FINANCE[1]

By **Mabel Newcomer**, Head of the Department of Economics, Vassar College

THE problem of financing government in the nineteen-thirties centered around the problem of financing relief and other welfare services. The problem of financing government in the nineteen-forties is focused on the problem of paying for war. And the appropriations for the armed services are so dazzling that the financing of the social services is apt to be overlooked.

Many who are primarily concerned with the welfare services regard the war financing with some apprehension. Money appropriated for the army is not available for the NYA. But this is only one aspect of the problem. The various functions of government are not necessarily competing for a fixed sum of money. The interrelations among the different governmental activities and their financing are many and varied. And just as the war has solved some welfare problems and created others, so the manner in which the war is financed may assist or retard the financing of the welfare services. The social worker is genuinely concerned with the way in which we pay for the war.

As a basis for discussing the repercussions of war financing on the welfare problem, it is important first to outline recent developments in the field of public welfare financing. The obvious trends are from private to public support of welfare activities, and from local government to federal government support.

Private welfare agencies have usually enjoyed more publicity in proportion to funds spent than the public agencies, but the residual burden falling on public authorities has always been large. In New York City, where private agencies have been well developed for many years, the city provided approximately half of the funds for welfare purposes during the eighteen-nineties, and the city's share of the total cost tended to increase steadily through the early years of this century. Similar trends appear in other cities for which data can be obtained.

The extension of the social security program, and the basic philosophy on which our government has been founded, seem to insure the continuance of this trend. Needs are too unevenly distributed and too great to be met by private philanthropies. Only by pooling the resources of the entire nation can we hope to provide the decent minimum standard for everyone that is our goal. Private welfare agencies may continue for experimental purposes and occasional "luxury" services, but there is no reason to suppose that even an interlude of peace and prosperity would restore them to their former position of leadership.

The second trend also—from local to central support—is more than temporary and accidental. Even before depression, the growth of state institutions and state plans for old-age and mothers' pensions were indications of the trend, although welfare was still a local problem in 1930. Actual state expenditures were relatively small and federal expenditures were negligible. The rapid change that took place in the following decade is apparent from the following figures:

PERCENTAGE DISTRIBUTION OF WELFARE AND SOCIAL INSURANCE EXPENDITURES, 1941 [2]

| | *Federal* | *State* | *Local* | *Total* |
|---|---|---|---|---|
| Welfare | 59 | 16 | 25 | 100 |
| Social insurance | 48 | 52 | .. | 100 |
| Combined | 54 | 31 | 15 | 100 |

The year given, it should be emphasized, is one of almost unprecedented prosperity, not a year in which emergency financing was called for. It is only a matter of time until

[1] Paper based on talk given at a meeting of the New York City Chapter in November 1942.

[2] U. S. Department of Commerce, Bureau of the Census, *Financing Federal, State and Local Governments:* 1941, p. 64. "Welfare" includes work relief, general relief, other public assistance and institutional care. Hospitals and corrections are excluded.

employment benefits and the payroll tax for this purpose will be transferred from state to federal hands, and the total cost of social security will become a federal charge.

This is part of the centralizing movement that is inevitable in such a closely knit economy as ours. It has been more marked for welfare than for education, for example, because welfare needs tend to be in inverse proportion to taxpaying ability. A community with half of its population on relief will usually have both a heavier burden and less taxable wealth than the community with only one percent of its population on relief. The great inequalities in resources and needs arise from local differences in industrial development and from the tendency to segregate different income classes in different communities. Factory workers in need of assistance may live in a different taxing jurisdiction from either that in which the plant is located or that in which the owners of the plant reside. Many of the workers in Kearny and Harrison plants, for instance, live in Newark; and the head offices of the corporations owning the plants are in New York City. Even the state is not a large enough unit to iron out inequalities. The per capita income of New Jersey, in 1940, was four times that of Mississippi ($886 as compared with $220).

The federal social security program has met this problem in part, with half of the cost of public assistance paid from federal funds and the remainder largely from state treasuries. Work relief, too, was primarily a federal obligation during the nineteen-thirties, and will become so again when need arises. The fact that work relief is more costly than home relief is one reason for federal support. But the use of public works programs to insure full employment and to minimize business fluctuations demands extensive projects and a unified policy that state and local authorities are powerless to provide.

Even the residual "general relief" program is being transferred to the state level, and if we are to have a comprehensive and coordinated system of social security, such as that contemplated by the Beveridge plan, local participation will decline to negligible proportions.

The dangers of complete centralization are often emphasized: lack of adaptability to varying local conditions, lack of community responsibility, and expensive and cumbersome red tape. Local administration at its best is better than federal, but federal administration as inefficient as that to be found in some local communities would be intolerable. In general, the state and federal authorities have a higher professional standard than the local—and more money.

Another danger of federal support, apparent since the beginning of the war, is that under the pressure of financing total war welfare activities may be completely forgotten. As late as 1941 welfare functions accounted for one-fifth of federal government expenditures. But federal expenditures have declined absolutely as well as relatively. The 1944 budget provides for welfare purposes less than half of the sum spent for welfare in 1941. It would require a careful analysis to determine the extent to which this decline is apparent rather than real. Some of the activities of the NYA, for example, may be found in war training programs. Also, needs have declined. War work and the draft have reduced unemployment. On the other hand, congestion of population in war industry centers, and the employment of mothers, have created new needs.

Another factor to be considered in allocating the cost of the welfare services to the different levels of government is the nature of the taxes available to these different authorities. The Elizabethan poor law directed the overseers of the poor to tax the people of the parish for the support of the poor in accordance with ability. Standards of ability have changed in the past 350 years, but ability remains the most acceptable test of a sound tax system—especially for welfare financing.

Local governments in this country are limited, in the taxes they can levy, both by law and practical administrative considerations. Only the general property tax (or some variant of this such as the New York real-estate tax) is available to most local authorities. And the general property tax is a poor measure of taxpaying ability. The families with the smallest incomes tend to pay a larger proportion of such incomes in property taxes than the families in better circumstances. This is because the poorer families pay a larger proportion of their incomes for rent, and the tax is partly shifted by the owner of real estate to the tenant; and because less valuable properties are, for a number of reasons, regularly assessed at a higher proportion of their market value than more valuable properties.

States are in a position to levy the personal income and death taxes that measure ability best according to current standards; but in 1941 only 7 percent of all state tax revenues came from these sources, and 16 percent came from the markedly regressive general sales and property taxes. (It has been estimated, from budget studies, that a 10 percent sales tax will take 8 per cent of the incomes between $500 and $1,000 and only 4 per cent of incomes between $5,000 and $10,000, since the recipients of the latter spend a much smaller proportion of their incomes for taxable commodities.)

The federal government, in contrast, obtained more than half of its tax revenues from progressive income and death taxes in 1941, and much of the rest from taxes on alcoholic beverages, tobacco, and luxuries, or from the payroll taxes for social security which, as benefit taxes, cannot be judged by standards of "ability." Thus, insofar as the federal government finances welfare activities, the chance of taxes being levied in proportion to ability to pay is greatly increased. This is a further argument for federal financing.

Today, however, the problem is not limited to the relative merits of progressive and regressive taxes. The larger part of federal expenditures does not come from taxes at all, but from borrowing, and this raises the question of inflation and its reaction on the welfare problem.

The war will decrease standards of living, no matter how it is financed. The cost of war is in terms of goods and services—not money; and the diversion of steel and manpower from civilian to war production cannot be deferred to future generations. It was clear even before President Roosevelt presented his 1944 budget to Congress that more than half of our total national product must be allocated to war purposes as long as the war lasts. And there is no possibility of doubling production. This means that civilians will have at their disposal much less than in 1941 or 1942. This is true regardless of the amount of taxes collected or the amount of war bonds sold.

The method of financing determines—not how much the government will get for war purposes, but how the reduced goods and services will be distributed among the civilian population. The anti-inflation act and revenue act are part of the same program—both are designed to minimize the hardship of growing shortages of goods and services.

The easy way to finance a war is to borrow from the banks, and when that is no longer possible to print paper money. By this means the government could obtain half, or more than half, of the goods, and leave incomes untouched. And war workers, producing nothing that they could buy for themselves, would compete with producers of civilian goods for their limited output, thus bidding prices up to several times their original level. Prices more than doubled during the First World War in spite both of the short duration of the war and of the heavy taxes levied.

But the allocation of scarce goods in this manner results in very unequal and quite haphazard distribution. It creates war profiteers at one end of the scale and throws people on relief at the other. Moreover, such inflation brings reaction. The depression of the nineteen-thirties was mild compared with that we could expect if no effort were being made to provent inflation now.

The inflation that we are attempting to prevent is a price increase that could serve no useful purpose. Under normal conditions a moderate price increase may encourage increased production, which is desirable. Today, however, production is so close to capacity that there is little chance of further material increase, and still less possibility that price increases will encourage it. During the First World War, production actually decreased almost from the moment that we became actively engaged. Dislocations resulting from conversion of plant and enlistment of workers more than offset the extra effort made. And it was after production slowed down that prices rose fastest.

We have been more successful this time. Prices have not risen as fast in the first months of this war as they did in 1917 and 1918; and production has increased, not declined. The anti-inflation act has provided the necessary checks on prices, wages, and other costs. There are plenty of problems ahead, but they are administrative rather than legislative.

Price controls and rationing are not enough, however. People with idle money in their pockets will find a way to spend it. Black markets begin to appear. We are already hearing about them. And it is the Treasury's job to "mop up" this surplus buying power, either through selling bonds directly to private individuals or through heavy taxes. If the entire 80 billions the government is spending this year were obtained from private

incomes – through taxes and government bonds – we should not have to worry about inflation. The goods and services available for civilians would be no greater in amount, but they would be all that people could buy with their depleted incomes. Community chests have prospered in England during the war because there is so little else that money can be spent for.

But the most optimistic plans fall far short of this. War Savings Bonds and Stamps purchased by individual citizens are estimated to total less than 10 billions for 1942/43. Taxes now in force should yield 24 billions. This leaves over 40 billions of excess purchasing power. Not all of this is inflationary. Normal saving for insurance and other purposes will take care of a substantial sum. But it is generally admitted that taxes are inadequate. And the only argument is as to which taxes shall be increased and how far. The situation will become more acute with the much larger expenditures planned for 1943/44.

All the possibilities for increased tax revenues cannot be discussed here; but some of the alternatives under consideration may be examined. The proposed increase in the payroll tax for old-age benefits is of special interest to social workers. Payroll taxes are benefit taxes, and any increase must be accompanied by an increase in benefit payments later—whether through increased coverage, new forms of social insurance, such as health, larger monthly payments, or (for unemployment) longer periods of payment. Since these are benefit taxes the fact that they are not accurate measures of ability to pay—which is sometimes cited as an objection to this form of taxation—is irrelevant. The desirability of increasing social security benefits should be decided on its own merits, and not by government needs for revenue; but if an increase is desirable there could be no better time to make it. The reduction in purchasing power would not prove a greater hardship than the increase in prices that may well be the alternative, and the greater benefits available should afford ample compensation. Increasing the payroll taxes for old-age benefits to 4 per cent, for instance, would add more than one billion dollars to revenues.

Extension of social insurance has a very real advantage over most plans for forced savings because the returns come as need arises, gradually for old-age benefits, or rapidly for unemployment when depression threatens. Forced savings returnable immediately after the war, regardless of business conditions, might help in the transition to civilian production, but also they might accentuate a postwar inflation.

Direct taxation of personal income has proved a powerful device for transferring revenues from private individuals to the government. And while taxpayers who have just completed their March 15th returns may feel that the new rates represent the maximum that could be obtained from this source, it is only necessary to compare our rates with those of Great Britain and Canada to realize that we are still far from the limits of possibility. To cite a single instance: The combined income and Victory taxes for a man with a wife and two children and an income of $2,500 are $159 in the United States, compared with income taxes of $435 in Canada, and $530 in England. Also, those who worry about the effect on the future of private philanthropies of $25,000 limitations, and 88 per cent rates for the top bracket, would do well to consider the alternatives. Philanthropic giving may well be reduced, along with other things. But insofar as such gifts may be deducted from income in making tax returns, the donor with income in the top bracket can give $100 at a cost to him of approximately $12. The remaining $88 falls on the federal treasury in the form of reduced tax collections. And there is no assurance that if wealthy individuals are left with most of their income, and the federal government turns to a general sales tax for revenue, that the wealthy will make up in philanthropies for the losses to relief clients from the higher cost of living imposed by the sales tax.

Before the rates of income taxes are increased again, or exemptions from the taxes are lowered, there are many "loopholes" that should be closed, both in the interest of equity and increased revenue; and more extensive provisions for withholding than those provided by the Victory Tax should be adopted. Withholding part of the tax at the source is far more effective than the Ruml plan in getting taxpayers on a pay-as-you-go basis. But the 1944 budget suggests that these alone will not meet requirements.

Turning to possible large new sources of revenue, two offer themselves: a general sales tax and a spendings tax. The shortcomings of the sales tax are too well known to be discussed further here. Many of those who favor such a tax think of a two or three per cent levy such as those found in some of our states and cities today. But it would take a 10 per cent

levy with no exemption for food or other necessities to produce even 6 billions of revenue. Very little would be gained by imposing a 10 per cent sales tax in order to keep the cost of living down. And the estimated need is for 16 billions.

A spendings tax would be far better than a general sales tax, both from the point of view of checking inflation and of keeping hardship at a minimum. Such a tax would provide an exemption for essential spending, and rates could be progressive, in this way checking the least important spending. It would differ from an income tax principally in exempting from taxation all income saved. Thus it would reduce spending now, when reduction is important, and stimulate savings, which would be available for postwar use. The spendings tax recommended by the Treasury would yield as much as a 10 per cent sales tax, and would exempt all individuals spending less than $500. Only those spending more than $1,000 apiece would pay a genuine tax. Those spending between $500 and $1,000 would contribute 10 percent as forced savings, to be returned after the war. Administration would be simpler than for a sales tax, since it could be combined with administration of the income tax. The sales tax requires setting up a new administrative staff.

Increased taxes are better than a comparable increase in prices because they can be apportioned much more equitably than price increases; but since this is one of their principal virtues it is important to select the taxes imposed with some care. There is a vast difference in equity between one tax and another. Also, taxes can minimize postwar adjustments. Insofar as they check inflation now they reduce the danger of a serious postwar depression.

Turning to the postwar period, there can be little doubt that expansion of the welfare services will be greatly needed, in this country as well as elsewhere. There have been and will continue to be too many economic and social dislocations to permit the easy reestablishment of normal conditions. But the conditions for expanding the public welfare services may prove to be exceptionally favorable. Needs and revenues may be unusually large at the same time.

When government expenditures for war decline there will be a tendency for revenues to exceed expenditures for a short period. Our experience in the past has been that taxpayers have short memories and are content with relatively small reductions in their taxes. Consequently, the funds available for expanding other government activities are comparatively easy to obtain. The postwar years in the past have been years of government extravagance and corruption. But if popular interest in full employment, an expanded social security program, housing, and other measures benefiting the general public continues, the next postwar period should offer opportunity for advancing both the quality and quantity of the public welfare program.

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THE Personnel Board of the State of Washington announces merit system examinations for a number of social work positions for which there are no residence requirements. Previous notice about examinations for the following positions was sent to chapter chairmen on January 19, 1943: Visitor, Senior Visitor, Children's Worker III, Children's Worker II, (unassembled) Children's Worker I, (unassembled) Case Work Supervisor, Senior Case Work Supervisor.

The recent announcement includes also notice of an unassembled examination for Medical Social Worker, salary $150 to $190; qualifications include completion of an approved course in medical social work or a course in social work plus some graduate study in medical social work including 1 semester or 2 quarters of medical social field work, and 1 year of supervised experience as a medical social worker in a recognized social service department of a hospital or clinic, or two years employment in medical social work under the supervision of a qualified medical social worker.

Applications for all positions are available from the State Personnel Board, 1209 Smith Tower, Seattle, Washington. No closing dates for filing are indicated.

# Social Workers on the Fighting Front

THE national office has been having a live and interesting correspondence with men in the armed forces, members and non-members alike. Recently we have heard from a few service women also. The last report on this subject from the Subcommittee on Social Work Selectees, appeared in the September 1942 COMPASS, but this subcommittee no longer exists. Last summer it reported to the Committee on Government and Social Work and was disbanded on its own recommendation. It believed its assignment, given before the United States entered the war, should become an integrated part of an enlarged and organized war program.

We have received letters from encampments all over this country and some from overseas. We now know of about 200 members in the armed forces, the majority of whom are in the Army. Although a number of men have written us to inquire how they can arrange to utilize their social work skills in the Army, it has been exceedingly interesting to note the large proportion who, despite the absence of an occupational classification for social workers, have been assigned to jobs closely related to the basic elements of their profession. Many are doing work which involves interviewing, such as classification and personnel consultant. Others are employed as group and recreational workers, while still others are acting as chaplains' assistants and hospital or medical workers. The Provost Marshal's Office and the Detention and Rehabilitation Centers have also found a few trained social workers for their staffs. An excellent opportunity for former probation and parole personnel!

Although not serving functionally as social workers, many men have found ways in which they could apply their distinctive knowledge and skills to whatever related jobs they were doing. As a result, there has been some demonstration to Army officials of how these jobs can be more constructively and usefully performed through the application of such trained skills to the job's assigned function. It should be highly encouraging to know that social work can be so readily adapted to entirely new and different settings, that its usefulness becomes apparent and that its contribution is being recognized here and there by Army officials to whom, in most instances, it is a new and strange phenomenon. Psychiatrists in the Army, along with their civilian associates, have been of great help in promoting the use of trained social workers at points where their particular competence has strategic value for the Army's purpose.

One notable development of this kind has taken place in the Signal Corps Replacement Training Center at Fort Monmouth, N. J. The Mental Hygiene Unit there (described in an article in "Mental Hygiene," January, 1943), carries a clinical team consisting of a psychiatrist, psychologists, a staff of social caseworkers and a Red Cross worker. It is doing a unique piece of work in connection with problems encountered in the process of training men to become good soldiers. So well has this unit demonstrated its value that the Army now contemplates setting up several more of the same nature throughout the country.

A major problem however is the lack of a classification number, which results in there being no ready means of identifying the men qualified to serve as members of new clinical teams. To help overcome this current difficulty the War Service Office of the AAPSW has undertaken to locate as many as possible of those meeting the Army's specification of training and we have been cooperating on this project by submitting the names of soldiers who have been in touch with us and who are not already gathered on the AAPSW's list. News of the contemplated centers and of the effort to locate trained workers has spread rapidly and the national office has been receiving letters from both members and non-members requesting information or giving accounts of training and experience. To these men we are now beginning to send out a statement "How to Register Yourself as a Psychiatric Social Worker in the Army," prepared by the War Service Office of the AAPSW. It outlines the qualifications needed

and suggests what a man should do at both the reception center and training center to make his qualifications known. These suggestions must serve until such time as new information necessitates a revision or until the Army institutes a classification number for clinical work within its ranks.

Other notable developments are also taking place in the Army of which we should like to tell you, but it has not yet become possible to publicize all that is going on.

There have been many things of interest in our letters from soldiers. A number have expressed their appreciation of the suspension of their dues for the duration. Others have written of their deep gratitude to the chapters which "took them in" and treated them with warm hospitality when they visited from nearby camps. We have learned that not only can men and women in the services be terribly lonely at first in strange new parts of the country but that they are eager to associate with other social workers when possible. They also want to keep abreast of social work trends in civilian life because they have not lost interest in what we are doing on the home front. Wherever possible we have been informing our members of the chapters nearest to their posts and of other Association members stationed at the same post. Ten men have become members since joining the armed forces.

We have also been requesting our correspondents to tell us as much as they can about the particular work they are doing, and the possibilities they see for the constructive use of social work within their particular branch of service. It is in this way we have learned of some of the progressive developments in the Army and gained a comprehensive picture of much that remains to be developed. Our members have responded with a high degree of insight and capacity to analyze and understand the primary needs of the services and the ways in which social work can be advantageously coordinated into these purposes. The social workers on the fighting front will have a great deal to contribute to the progress of social work when they return to civilian life.

## WILLIAM HODSON

*The following resolution was adopted by the Executive Committee at its meeting on February 5, 1943:*

WHEREAS, *William Hodson, a founder and former president of the American Association of Social Workers has given his life while on a mission of great import to the United Nations and to men everywhere,*

WHEREAS, *he was on the rising crest of a career already notable in many fields—past president of the National Conference of Social Work, past president of the American Public Welfare Association, first and former director of the New York Welfare Council, former staff member of the Russell Sage Foundation, Commissioner of Welfare of the City of New York, lawyer, writer, administrator, social worker and social statesman,*

WHEREAS, *William Hodson, affectionately known as "Bill" to his associates, had that rare combination of qualities which made him both a dynamic leader of men and also a warm, lovable human being; we remember him as a champion of human rights, speaking before committees of Congress in behalf of measures to ameliorate the conditions of men, women and children, as a believer in the way of free men, as a skillful diagnostician of our social ills, as a gay comrade with a gift of song and laughter and as a friend, ready with counsel and understanding; his faith and his courage and the high resolve which took him on his last great adventure will help steady us in this hour,*

BE IT RESOLVED, *that this resolution be spread upon the minutes of the Executive Committee of the American Association of Social Workers, that it be published in* THE COMPASS *and that it be sent to his family.*

# SUMMARY REPORT OF THE NATIONAL MEMBERSHIP COMMITTEE

## Issues for discussion and study in preparation for membership vote by mail

*THE National Membership Committee presents below a shortened version of its report to the National Board on the study of membership standards. The conclusions of the committee and the proposals on which members will be asked to vote by mail later this year are given in full, as approved by the National Board. Copies of the final revision of the complete report are being sent to chapters, and additional copies are available to chapters and individual members at cost (25 cents).*

*As the National Membership Committee itself indicates, what members decide about membership requirements is the key to the Association's capability for immediate and future usefulness to social work. Every member is urged therefore to study this material in preparation for action. Many chapters have already considered membership questions in some detail in relation to the report which the Board released in October and it is hoped they will continue these discussions to assist members in becoming thoroughly familiar with the issues and the Board's conclusions and recommendations to the membership.*

*Members of the National Membership Committee are: Chairman, Lucia Clow, Milwaukee; Chester Bower, Cleveland; Geneva Feamon, Indianapolis; Raymond Kerger, Illinois; Ruth Lewis, St. Louis; Martha E. Phillips, Chicago; Grace Powers, Illinois; Lillian Proctor, Chicago; Wilma Walker, Chicago; Claudia Wannamaker, Chicago; Isabel Kennedy, Pittsburgh, chairman, Subcommittee on Community Organization; Genevieve Gabower, chairman Subcommittee on Probation and Parole, Washington, D. C.; Anita Faatz, Maryland, chairman Subcommittee on Public Welfare; Margaret Williamson, New Jersey, chairman, Subcommittee on Group Work. The four subcommittee chairmen have been members of the National Membership Committee since June, 1941.*

*The majority report given below as concurred in by the National Board was signed by eleven members of the committee. Two members of the committee, Chester Bower and Margaret Williamson, submitted a minority report, also given below. Isabel Kennedy wished to be recorded as not participating in committee meetings and not voting on the report.*

Since 1939 the National Membership Committee has been engaged in a study of membership requirements, acting in response to requests from the National Board, the Delegate Conference and chapters. In 1939 subcommittees were appointed by the National Membership Committee to study the applicability of the present membership requirements to the fields of group work, public welfare, probation and parole, and community organization. Their reports were to be reviewed by the National Membership Committee in the light of the general membership standard and Association purposes. While necessarily much of the attention of the national committee has been turned to the work of the subcommittees, it has continuously been concerned with the use of the membership standard as an important tool in the development of the profession of social work. It has been fully aware that around specific questions of membership focus general differences of opinion about the Association's structure, purpose and program. Naturally, in a new profession there will be many such differences. The National Membership Committee has never felt that these could all be resolved through changes in membership standards. It does believe,

however, that there are a few general conclusions about membership standards which if agreed upon would clarify the Association's role in social work. These are included in this report.

As work progressed several main difficulties were brought to light:

1. General discontent on the part of the membership with Section 6 as an exceptional clause.
2. Attempts to have the Association become an all-inclusive group of those who call themselves social workers, regardless of qualifications, for the sake of increased numbers, social action and financial support without awareness of the changes that this would bring in the Association's purposes and program.
3. Confusion over problems in professional education—its adequacy and availability for all fields and parts of the country—with membership issues.
4. A belief that standards might be "broadened" without being lowered through alternatives for professional education.
5. The advocacy for special fields of deviations or exceptions to the regular requirements as a means to better personel practices and professional development without consideration of the full effects of such action upon the usefulness of the regular standard.

Upon recommendation of the National Membership Committee the Association has already acted upon some of these problems (future abolition of Section 6, Delegate Conference action 1941 and the statement on the relation of Association purpose to membership policy, Delegate Conference 1940). However, it seemed to the National Membership Committee that a further pulling together of general principles which might operate to assist the Association in its development of professional standards would be desirable. These principles could then be used in the study of the subcommittee reports, to insure their equitable consideration and relation to the Association's purposes. Given below are the criteria worked out by the National Membership Committee and later used by it in study of the various proposals. These criteria are drawn largely from the Resolution on Purpose and Membership Policy, analysis of the Association's experience in administering Section 6, and the Bulletin on the General Objectives and Utility of an Educational Standard for Membership Selection.

I. Membership requirements should assist in the setting of personnel standards through:
   - A. Recognizing professional education as the most reliable means of acquiring professional knowledge and skill.
   - B. Facilitating the selection of persons for social work positions who have the knowledge and skill necessary for efficient service.
   - C. Selecting personnel who are able and willing to carry out the organization's objectives.
   - D. Furnishing sound guidance to prospective social workers as to the equipment desirable for a social work career.
   - E. Identifying for the public, persons with special knowledge and experience as sources of reliable information and opinion on social work problems.

II. All requirements should relate to the purposes adopted by the membership of the Association. For that reason membership in the Association *does not:*
   - A. Constitute endorsement of individual social workers for particular jobs.
   - B. Serve for the personal benefit of invidual social workers.
   - C. Imply lack of competence in the excluded or in their contributions to the field of social work.
   - D. Imply competition or a lack of fellowship with other social work organizations with different or related purposes.
   - E. Stress numbers of members without regard for competency in fulfilling the purposes of the Association.

III. Membership requirements should be related to the program and needs of a general professional association.
   - A. The AASW is not a federation of independent specialties, but a unified association of professional social workers who believe that the same basic objectives, principles, concepts and knowledge are essential to proper performance of their differing tasks.
   - B. Requirements of the specialized fields are additional but not equivalent to general basic requirements.
   - C. General requirements are sound guidance to new specialties in indicating the common base upon which new functions might be developed and harmonized with existing fields.

IV. Membership requirements should not be thought of as final or static. They will change as the Association's purposes clarify and develop. What is acceptable as a requirement for 1942 will probably fall short of requirements a decade hence; applicants seeking membership in 1942 cannot expect to be considered by the criteria of a decade ago.

V. Membership requirements should be stated in definite, concrete terms suitable for efficient and uniform administration. Requirements should be such that:

A. The National Membership Committee can set up interpretations and rulings which make possible delegation to the regular membership administration in the national office of responsibility for securing evidence and making decisions on all individual applications.

B. Persons interested in future membership may know in advance what qualifications are necessary and how these may be obtained; also that they may have a reasonable opportunity to gauge their eligibility and be spared embarrassing doubt, delay and avoidable rejection.

C. Chapters may gear their recruiting to possible eligibles, have a basis for clear explanations of requirements and be able to explain rejections.

D. Practical and definite criteria may be used and administration not be involved in uncertain, impractical, and time-consuming experimentation by committees whose meetings must be costly and inadequate in frequency.

E. Chapters are not involved in securing evidence and determining opinions on *technical* eligibility.

F. Persons in primary jobs possessing qualifications may have as good an opportunity for admission as those in prominent positions.

The four subcommittees approached their assignments in different ways. All of them were in agreement as to the necessity for professional social work education, but each one called attention to some specific educational lacks and problems needing urgent attention. All brought out particular problems in practice affecting their respective fields on which the Association might well be helpful. The full report, which contains this material, should be given careful consideration by local membership committees. In each field are sizable numbers of workers ineligible to AASW membership. Two of the subcommittees on Probation and Parole and Public Welfare, recognize that there are persons now practicing in those fields who do not have professional training, but whose work, because of experience, personal qualities, and present performance is viewed with satisfaction by professional and lay people in the community. They recognize that these are persons of unusual individual ability. However, the committees know of no satisfactory method which has been devised whereby the performance and the skills of these persons could be measured. For that reason they have presented, as necessary qualifications, the educational base plus experience in a social agency of acceptable standards, two factors which to date have a greater degree of possibility of measurement. The Subcommittee on Public Welfare, which had available to it the experience of persons who have had considerable work with merit examinations, both written and unassembled, in public service, went into the possibilities of an examination process for admission to AASW as an alternative to the present requirements. It was their conclusion that at this stage in the profession's growth it would be extremely difficult to test for admission to a general professional organization, that the testing problem in public service, by contrast, is a selective process for specific and definable duties.

The subcommittees on Community Organization and Group Work were also in major agreement with the value and use of the membership standard and the reliance upon professional education. Both saw it as essential for recent comers. However, both proposed time-limited special alternatives for established leaders in those fields, persons otherwise ineligible. The subcommittees believe that through the admission of such individuals there might come about further identification with AASW with resulting benefits both to AASW and to their areas of practice. The suggestion of the community organization group was for some form of general examination or testing, and that of group work for a combination of experience with graduate study in the social sciences or education, not necessarily in a school of social work.

The National Membership Committee appreciated the purpose behind the requests for both special provisions, yet when all four reports were considered together and tested against the criteria it did not feel that there was a sufficiently different need in these two fields to justify different conclusions and

membership requirements. Furthermore, the adoption of the precedent of special exceptions for special fields would lead the Association away from a common base, and would be costly to administer. It would not, moreover, meet the problem of exclusion since there would always be some persons who did not qualify even under special provisions. Attempts to talk out this dilemma were made in two separate sessions of the National Membership Committee to which all chairmen of the subcommittees were invited as members of the main committee. The general conclusions which follow are the expression of the majority of the committee, and have been concurred in by the National Board. (By Board action in October 1942 and February 1943). The specific proposals on which the mail vote by the membership will be based are also given, as approved by the Board. Two members of the National Membership Committee did not agree with the action on the proposal from the Group Work Subcommittee, and it was the unanimous desire of the entire National Membership Committee that the membership at large be acquainted with the issue through the presentation of a minority report. This also is attached, along with the comments from the majority of the National Membership Committee, which concludes the report.

## GENERAL CONCLUSIONS

The National Membership Committee gives below the main conclusions it has reached in the course of its work since 1939 on membership problems. The committee believes favorable action on these conclusions and recommendations will greatly clarify the AASW's role in social work and facilitate future work in improving the usefulness of its membership standards.

### The Question of Special Provisions

Having carefully studied the reports of the four subcommittees on community organization, probation and parole, group work, and public welfare, the National Membership Committee concludes that special provisions for membership for any field, however set up and despite attempts to safeguard them from misuse, are an indirect rather than a direct method for solving the problems which reflect themselves in terms of eligibility to AASW membership. The National Membership Committee believes there is a tendency to seek through changes in the membership standard solution to social work problems and interferences with the Association's effectiveness. As noted later, the National Membership Committee has found that preoccupation with this effort has seriously impeded concerted direct attention to these problems. It has also prevented greater development of the membership standard and its usefulness. As a general professional organization in social work the AASW must adhere to the common base of professional social work education. It cannot do so if there are divergencies from that common base; moreover, the existence of such substitutes can only undermine the meaning and application of the regular requirements and prevent their successful use in essential parts of the Association's program.

In the National Membership Committee's opinion, a time limit on the operation of special provisions does not constitute sufficient safeguard against the basic difficulties and dangers. Leaders and others in all fields of social work had an opportunity to join the Association on the basis of experience alone between 1929 and 1933. Since 1933, Section 6 has been in operation, and has been used to admit some seven community organization workers and 29 group workers, four applications from these fields being rejected. For the seven-year period 1936–1942 under the regular requirements there was a total of 221 admissions from group work, 101 from community organization. There is no reason to believe that new special provisions would be used to any greater extent. There is reason to believe that the existence of special provisions would tend to delay and postpone solutions to the problems encountered in newer fields and require continuous extension of the time limits originally set up. The National Membership Committee believes also that since there is every likelihood that there would always be fields of social work practice less well developed than others, the membership standard under such a plan as this would continuously be deprived of its real usefulness by recurrence of special provisions to meet arising problems.

There is always the question of how to deal best with a current situation—whether by

*(Continued on page 31)*

# *1943 Delegate Conference Cancelled*

## Executive Committee reverses decision to hold Delegate Conference

CHAPTERS were informed in a bulletin sent out February 11 that the Executive Committee had cancelled the 1943 Delegate Conference, originally scheduled for May 22 and 23, 1943, in Cleveland. This action was taken after careful consideration of new situations which had developed since the decision had been made to hold a conference. The Board recognized that the delegate conference might have to be cancelled and authorized the Executive Committee to take this action if necessary.

Responses from chapters about representation at a delegate conference this year indicated the likelihood that a bare quorum could be expected and some chapters were not sure that last minute transportation difficulties and other factors might not prevent the attendance of delegates. The Executive Committee believed there was too little leeway to assure that the conference when convened would be in position legally to transact Association business, and even more important that there would be a basis for broad and truly representative participation in conference discussion and action.

Another development related to the main focus of the program for the conference. The Board planned at first that a major portion of the time would be devoted to discussions on organization and planning of the social services in the war and post-war periods. The Board's decision in January to proceed with the conference rested largely on its conviction about the significant relation to the war effort of the Association's consideration of this subject. Current information about discussion of the National Board's conclusions on the special study of membership standards and review of informal comments submitted by chapters to the National Membership Committee led the Executive Committee to believe that a much more substantial part of conference time than had been originally contemplated would have to be used for discussion of membership issues. In the Executive Committee's opinion such a program would not be in line with the request of the Office of Defense Transportation that only those meetings be held which would help shorten the war.

The Executive Committee considered other plans for securing membership action on matters which would have come up for formal vote at the delegate conference and explanations about a membership vote by mail on two of these matters are described in this issue of THE COMPASS.

The requirements of a binding vote by mail are high. The Executive Committee believes that chapters and members will understand the reasons for cancelling the conference and will assist in the use of this alternative means for membership action and in seeing that the requirements are met by themselves participating and taking responsibility for helping others to participate. The mail vote is being planned in such a way as to make provision for full chapter consideration of the proposals. The Executive Committee hopes that Association meetings scheduled at the times of the three regional conferences in New York City, St. Louis and Cleveland will help also to obtain wide participation in the vote as well as to prepare members to vote responsibly. The war situation places a serious obligation on every member to participate in the mail vote and thus help the Association to overcome obstacles essentially not under its control.

### *David C. Adie*

The Association learned with regret of the death of David Adie on February 23. Mr. Adie was active in Association affairs especially in the early years of its history—a member of the National Board from 1924 to 1927 and vice president in 1927.

# *Here and There*

If the member who sent the national office the following note, received on January 28, will now send us his name and address we will take care of the request.

"I would like to have an extension of time [for payment of dues] due to illness."

The change in billing procedure (see January issue of THE COMPASS, page 13) brought this from a member who always pays promptly after receiving a first bill for AASW dues: "Your psychology is bad. You should not talk about re-billing at all. It gives people the idea that it does not really matter whether they pay promptly or not, or that it is a bill which can be put off because you tell them you will re-bill."

Members of the Association who know Mark Goldstine, formerly Chicago Chapter, will be interested to hear that his wife has been notified that he is alive but a prisoner of the Japanese in the Philippines.

Add to reasons why members resign: an allergy to cigarette smoke at chapter meetings.

A member who recently married and moved from one coast city to another 3,000 miles away writes that she was "compelled to explode" on paper for the following reasons:

As usual when one moves I was anxious to make new friends and start new interests. Fresh from the struggles and responsibilities of a position in social work I planned to get settled and eventually work again. With the possibilities of new friends and eventually a job in mind, I sent my change of address to the professional organization. My COMPASS came, I was contented making adjustments and very busy with my new life and interests. I had put off looking for work by a series of events that meant we would be moving again soon. Then one day we suddenly went on a business trip. This relieved me of the routine duties that can keep a housewife busy and left me free to catch up on my reading. I also became acquainted with a social worker. To my surprise I chattered like one of our gray squirrels and found that I was eager for news and still interested in all phases of social work that had really become crowded into the background by my new interests. My reading took a different turn. Much to my surprise all social work magazines shouted the shortage of trained workers. Why, I was trained, even experienced. Where had all my plans flown?

No invitation to a meeting of the AASW in my new community, no interest by prospective employers, no hospitality, curiosity, or mere friendliness had prompted anyone to look up the new member whose name must have appeared two or three months ago on the change of address sheet, and enlist my interest in a volunteer or paid job.

Most social workers, like myself, would be open to appeals for help. Except for this awakening, I could have easily dissipated my training and experience by other defense work. If there is such a shortage of trained personnel why has not a canvass been made of those already trained who if approached could probably change plans enough to take either part or full time employment until more workers can be trained? It seems to me this is merely making best use of the community resources.

We are sharing a few of the comments culled from letters which have come to the national office about the January issue of THE COMPASS:

I want you to know how very fine many of us think the contents of the last COMPASS—and the *cover* has received general praise which is a revitalizing of interest.

I have been instructed by the chapter to write the editorial staff of THE COMPASS and express the feelings of this chapter on the recent issues of THE COMPASS. The entire chapter voted at our January meeting that the last few issues were the best we have ever had and the chapter also likes the new cover. The contents of the January issue is excellent and every member had read most of it before our last meeting.

Let me congratulate you on the cover. It is much brighter, more attractive and therefore should be more widely read. I'm even more impressed with the increasingly professional nature of recent issues and hope the trend will continue.

The cover is grand! Now could we stop "continued on page ——?"

I wish you could hear what I am hearing these days—so many favorable comments about the new appearance of THE COMPASS. It has had the most interesting psychological effect. As one person put it, "It is like a shot in the arm to see that cheerful format."

The color is right, the design is right, it has interest and it evokes interest in what is inside.

I wish you had been less overcome with modesty with regard to the cover of this issue. The statement seems to say that you are most interested in hearing of negative comments, but, incidentally, hoped that there might be a few positive ones. Allow me to say, with conviction, that the cover is a great improvement, that it not only makes THE COMPASS more attractive but that it gives a look of importance and prestige to it which can be particularly beneficial with non-Association and non-social work persons.

I am one who likes very much the changed cover on THE COMPASS and not only that but I like the variety and the more practical slant which I found in the January issue. I do not know of any social work journal which occupies even a similar position as THE COMPASS. It is unique in that it is *really*

a house organ, and it has a great opportunity and a great responsibility to make of the AASW a close knit, harmonious, active group of people all over the U. S. I think our chapter will take a suggestion recently made that at each one of our meetings some article in THE COMPASS be summarized, and that we work very closely with the national AASW from now on.

I wanted you to know how delighted I am with the new COMPASS. Many congratulations to you, and my first reaction was that I should now like to be one of the early contributors.

This last comment leads us to suggest once again that the contents of THE COMPASS depends primarily on members. We urge members and chapters alike to take increasing responsibility for contributing to THE COMPASS, for stimulating use of it for exchange of professional opinion, both individual and group. There is no editorial staff for THE COMPASS and little time to devote directly to such efforts on as large a scale as we believe THE COMPASS deserves.

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# *To the Editor*

Problems of Admission and Evaluation in Schools of Social Work was one of the most stimulating articles I have read in THE COMPASS. My comments may not be appropriate because they do not stem from the knowledge and experience a faculty member possesses. This response is from a social worker who was exposed to professional education for one year and actual experience for five and one-half years. It has been my practice to read as objectively as possible THE COMPASS and other magazines that discuss philosophies and deeds of people in the social work profession. I try to digest them first as a lay person and find they are sometimes more interesting than when I read them as a "trained" social worker. We have a tendency to fervently worship our specialized techniques and pet ideas, yet we hesitate to have them thoroughly tested by the public. Our profession is so new that we no doubt feel insecure and the behavior of insecure people usually causes the public to be suspicious. My reaction to the article by Alice L. Taylor and Ernest F. Witte was naturally colored by these attitudes.

My first comment has reference to the questionable practice of culling students. Aptitudes and certain personality traits can be tested and it would be safe to steer some applicants away from a specific profession. The majority of applicants, however, would fall in the borderline class and I oppose methods of culling these people with present inadequate and experimental devices.

Are the Schools of Social Work geared in proportion to trends of other fields? If a test of suitability is to be applied to professional people I would place social workers near the bottom of the list to be tested for several reasons. Their profession is barely out of embryo stage and a relatively small number of lives are actually influenced by social workers. The ministers and school teachers should first be considered. Before getting too squeamish about a student's suitability for a profession would not it be more timely to campaign for a federal law whereby all social agencies and institutions must be licensed and inspected? At the present time the state departments of public welfare can not locate enough "approved social workers" to carry out the case work responsibilities. What would be the result if schools rejected a large per cent of applicants (I believe it would be a large per cent if a committee, which was not predominated by social work faculty members, made *acid* tests).

I favor legal certification as a prerequisite to the practice of social work. It would not be a complicated procedure to revoke a license or certificate whenever advisable and this seems to be a more practical step of dealing with the present crop of unworthy members in the profession. We could learn plenty from the other professions if so much time was not wasted in trying to be mysteriously scientific. We seem to always have a need in the schools of social work and in the field for clearer perspectives. I close with the hope that schools of social work remain as conservative and democratic, yet progressive, as the other professional schools.

L. MITCHELL THOMPSON
Henderson, Kentucky

## Help Wanted—ARC

The American Red Cross has asked for help in publicising its need for social case workers—general case workers, medical social workers and psychiatric social workers. The qualifications for such positions include graduation from an accredited school of social work and at least two years' experience in social case work. These workers would provide social counseling and other case work services for men in clubs and hospitals overseas, for those in camps and hospitals in the United States and its insular possessions and for the families of the members of the Armed Forces. Representatives of the Employment Service of the ARC will be present at each of the regional meetings of the National Conference of Social Work to discuss these openings or applications may be forwarded to the following Area Personnel Offices: North Atlantic Area, 300 Fourth Avenue, New York City; Eastern Area, 615 North St. Asaph Street, Alexandria, Virginia; Midwestern Area, 1709 Washington Avenue, St. Louis, Missouri; Pacific Area, Civic Auditorium, San Francisco, California.

# *Administration as a Social Work Function*

By **Ruth Gartland,** Professor of Social Case Work, School of Applied Social Sciences, University of Pittsburgh

Something over a year ago the Program Committee of the Pittsburgh Chapter suggested the topic *Administration as a Social Work Function* as one of several topics which might be studied by chapter committees. Three administrators, four supervisors from the fields of social case work, group work, and inter-group work, and two teachers of social case work chose this topic. The committee held four evening meetings of two hours each.*

In November, 1942, the committee chairman reported to the chapter some of the discussion which had taken place during these four meetings, asking the chapter to use this discussion as a "springboard" for its consideration of (1) the practice of social work administration as it is experienced in social agencies, (2) of problems in relation to it, (3) of the relationship between these problems and turnover of personnel, (4) of solutions of some of these problems. The report of the committee's discussion is given below, followed by notes on some of the main points brought out in the chapter meeting. At the end of the meeting the chapter expressed a desire to continue the discussion of this subject and the committee was asked to continue its study and report again to the chapter, especially on ways and means of establishing the "two-way" street which involves staff participation and delegation of responsibility. It is planned to enlarge the present committee personnel to include interested practitioners as well as supervisors and administrators.

OUR committee began by identifying certain interests which had led us to join this group. Some of us wanted to learn more about the subject of administration as a social work function. We recognized that it was not enough to explore the subject of administration as such. Most books on administration were not helpful to social workers and case records of the administrative process were rare. We hoped that we might compile a useful bibliography. We hoped also that through discussions of our own practice, we might formulate some principles of effective social work administration. Others of us wanted to define administration in terms of appropriate functions for the social work administrator, i.e. the *what* of his job, and also in terms of appropriate process, or the *how*. Additional questions were, what is the relation between agency structure and its philosophy and purpose? For example, what are the similarities and differences between social work administration and business administration? What is efficiency and economy in social work administration? Do we relate the offering of our direct services to problems of budgeting, agency housing, and personnel? What is an effective administrative process? When do we use the democratic process, for example, when do we use committees and when not? What is the place of authority in democracy? What part does the delegation of responsibility have in the administrative process; what part does participation of staff have in policy-making? What process is involved in an evaluation of workers, supervisors, and administrators? What is the administrator's responsibility in keeping in touch with the direct services; how can this be done with respect for lines of responsibility; how can he bring about better coordination of all services in order that direct services may be made more effective; how does he deal with problems created by differences in function of professional and clerical staff; what is the administrator's responsibility for

* Members of the committee were: Miss Ruth Gartland, chairman, Miss Christine Adams, Miss Lois Diehl, Miss Helen Green, Miss Claire Lustman, Miss Rosa Schlesinger, Miss Ruth Smalley, Miss Hollis Vick, Mr. George Wilson.

interpretation of social work? What is involved in this interpretation?

With this range of interests, it is obvious that our committee's problem was that of selection because, in the short time at our disposal, we could not cover all of these topics. The topics in themselves, however, seemed to express an awareness that there is a body of knowledge about social work administration, and that having learned it, we may have difficulty in putting it into practice. The topics showed recognition of administration as a conscious, controlled process. In the profession of social work, we seem to have learned first that case work or group work is a process, next that supervision is a process, and last of all that administration is a process involving a knowledge of social work and skill in administering it. Perhaps some of us can remember the time when this comment was made, "I couldn't recommend her as a case worker, but she would be good as an administrator." We seemed to imply that anyone good at routine or clerical detail only could be a social work administrator!

The selection of topics for discussion was made on the basis of the spontaneous interest of our committee. In general, we covered some aspects of definition of function and process in social work administration; comparison of the administrative process with the process used in practice and in supervision; the administrative problem arising out of differences in function of clerical and professional staff; interpretation of social work as a part of administration; and some errors in the administrative process with suggestions for possible solutions.

We began by discussing what we meant by "administration as a social work function." The administrator's function (or the *what* of his job) seemed to have as its focus the effective functioning of the whole agency in relation to the subject matter of social work and to the purpose of the agency. We quoted one who said that the administrator can be compared to a person who sits on a mountain top with a telescope and looks not only to the right and to the left, but all around. Some of the committee members kept a log for one week to determine what was actually involved in their administrative duties. We learned that administrative functions involved such tasks as, planning (including forecasting); organizing (which might include the sifting and selecting of suggestions made by the total staff); delegating of responsibility and the controlled process of following lines of responsibility; coordinating; reporting; interpreting to staff, board and the public; budgeting; staffing (including evaluating) and the housing of the agency.

We recognized that all of these things taken together made the position of administrator a strategic one in the field of social work, calling for current social work knowledge and skill. We said, too, that the process or the *how* of performing these functions was an important factor in the difference between effective and ineffective administration. We define administration as an "enabling process with leadership." One member of the committee said "It includes helping others to do something without doing it for them;" another said, "It enables the whole agency to function effectively in relation to its purpose." We saw the administrator as needing to consider the ultimate effect of administrative procedure upon individuals, staff, clients, and the community. A member of the committee asked, "How is this process different from that used by the practitioner or supervisor?" We saw the *process* as the same as that used by the practitioner or supervisor but its focus as different; the focus of the case worker or group worker being the client or group; the focus of the supervisor being the worker; the focus of the administrator, the agency-as-a-whole, working through supervisors and others, such as board, clerical-staff, etc., to *enable* them to *enable* workers to help clients or group member.

We considered next how do we deal with the administrative problems created by differences in the function of clerical and professional workers. We asked, "Why does this difference sometimes bring superior-inferior connotations?" We saw unity as stemming from the common purpose of the agency in rendering social welfare services. We saw the functions of professional staff, or clerical staff, of the board, of volunteers, as being essential in achieving this purpose. Differences in personal equipment and knowledge and skill were recognized, but these differences were seen as necessary in the achievement of the total purposes of a social agency. The job of each worker therefore had equal status inasmuch as it helped achieve the purpose of social work. We suggested that this implied that the administrator would give attention to the need for continuous participation of the clerical staff, who would need to be brought along in the thinking in regard to purpose and philosophy. An example was given of one district of the Department of Public Assistance where the chief clerk attends

supervisors' meetings and shares content in relation to purpose with the clerical group.

At the next meeting, we discussed what is economy and efficiency in social work. We saw this too as being related to the social welfare purpose of the agency. We said that we have sometimes confused it with a profit motive, i.e. the saving of money, and that this has resulted in "penny wise—pound foolish" measures when viewed from the standpoint of social welfare. An example was given of a question which had arisen in another city in regard to economy in recording. The committee thought that records, however efficient, might be expensive but at the same time could also be economical if they served the purpose of the agency and were instruments of better service to clients or groups, and better research which led to evaluation and improvement of our own work and to social legislation. We asked therefore is not anything inefficient and expensive which interferes with the social welfare purpose of the agency and anything economical which furthers this purpose?

Some errors in administration and their causes were mentioned. The first of interest was the exclusion of staff from any real participation in policy-making. The need for a "two-way" street was recognized. A common error in thinking of administration as something moving from the top down was emphasized. Suggestions from client to worker to supervisor to executive, as well as from executive to staff to client were seen as important. Mention was made of the difference between participation which consisted of listening to problems and their solutions presented to workers by their administrators and that which involved staff effort in working together to suggest possible solutions of problems. It was recognized that the executive would need to sift, to select, to organize suggestions as well as to implement their execution. Final responsibility for this execution would necessitate final authority being vested in the administrator. It was felt however that this needed to be based upon the participation of the total staff and upon the will of the majority. Evaluation of workers was another area in which it was thought that participation of the worker might lead to better performance or to acceptance of the need to shift his emphasis to another kind of work.

Another error mentioned was that of seeing administration as a quick method of getting the job done. Haste seemed to make waste. One executive gave an example of the lack of coordination between the department which took care of the moving of an office and the department responsible for the direct service to clients. This lack of coordination meant that not enough time was allowed to consult staff members in regard to the position of their desks. This caused resentment which interfered with the efficient performance of their duties and ended in affecting the direct service to clients. We saw the process on the *how* of administration as being equally, if not more important, than the so-called saving of time.

Another error was that of failure to follow lines of responsibility. One executive was mentioned who gave direct service to a client, skipping both the supervisor and the worker and so failing to help them take proper responsibility. An important reason in this ignoring lines of responsibility seemed to be that of difficulty in delegating responsibility. Some causes of this seemed to be a wish to be the worker or supervisor rather than the administrator; lack of security in being the administrator; lack of confidence in the person to whom one is delegating responsibility; some tendency on the part of the staff to refuse to accept delegation of responsibility. If the administrator yields to this, he fails to use the enabling process in helping the worker function. Failure to follow lines of responsibility was seen to lead to confusion of workers and supervisors, to resentment and to lack of self confidence which would result in ineffective service to clients and community.

Another error identified in the administrative process was that of over-protection of the staff from problems of the whole agency. Sometimes this was expressed by failure to share these problems with the staff or by the administrator's having to sit in on every staff committee. One administrator said, "If we feel the staff has something to contribute, we ought to let them work alone on a problem and then present suggestions for solution to the staff as a whole."

The last question raised was, "Who gives insight to the administrator?" It was thought that the feeling of responsibility which comes from being an administrator sometimes causes the person to feel he should be infallible. He then makes of any suggestions an attack upon himself and a *total* failure on his part. A suggestion box is used in some agencies. It was thought that perhaps anonymous suggestions might be made more freely.

*Some of the highlights of the chapter discussion of the committee's report are contained in the following notes taken by* **Mary Davis Watson,** *the chapter secretary:*

THE discussion was opened by comments in regard to the delegation of responsibility, the participation of staff. It was thought that when the administrator delegates responsibility, he needs to present the task to be undertaken as part of the staff worker's function in furthering the social welfare purpose of agency—not as a help to the administrator personally. Too often the worker sees the delegation of responsibility as that of lightening the load for the administrator and adding to his own load without seeing his part in furthering the purpose of the agency as a whole. In addition to the reasons discussed by the committee for failure to delegate responsibility, chapter members mentioned, (1) a lack of clear definition of lines of responsibility, (2) community pressure upon the administrator which causes him to feel he must take over in a time of crisis. As one chapter member put it, "We should remember that in America there is a need to see the boss and to use the right of appeal to a higher authority." Those administrators who were articulate seemed to feel that it was necessary to yield to this pressure and to "give support" to the worker by "doing for" when complaints or other pressures occurred. They said that if an administrator did not come to the worker's rescue in an emergency, the worker would feel let down and the executive would have failed to take proper responsibility. One administrator stated that lines of responsibility are secondary to the purpose of the agency and that the executive is justified in disregarding them to relieve community pressure upon staff workers. A supervisor disagreed saying that agency purpose works through lines of responsibility. Other chapter members added that it would be possible for the administrator to give assurance to the community that something would be done without making decisions for the worker and to give support to the worker—not by taking over the worker's function—but by enabling the worker to perform it effectively. There is a difference between pushing a worker off without help and enabling her to function on her own. The enabling process itself would "give" support.

A question was raised by an administrator in a public agency about the problem of delegation of responsibility when there are only a few trained and many partially trained or untrained workers. May not the administrator have to take over at certain points if quality of service is to be maintained? Discussion brought out that what could be expected by the community would need to be geared to the equipment of the workers. The question was raised whether the administrator would contribute to quality by sometimes doing for workers and refraining from delegating or whether a more possible solution would be found in staff education and development.

There was lively discussion in regard to the need for staff participation: the development of the "two-way street" mentioned by the committee, from client to worker to supervisor to administrator as well as from administrator in the other direction. It was mentioned that when one listens to staff members, one hears that administration should not be a "one-way street" from the top down and that workers want to participate. On the other hand when one listens to administrators one hears their concern because it is so difficult to obtain this very participation from staff. The question was raised, "How can we get together." One problem mentioned was the fact that administrators often ask for "staff participation" after a decision has been made about agency policy. In such a case the asking of staff opinion is only a matter of form and there has been no process of staff participation in studying and arriving at a solution of a agency problem or the formulation of a policy. Timing was emphasized as important in this process. It was also stated that because responsibility was vested in the administrator, there should also be the authority to sift and weigh staff suggestions and to organize them into a workable policy, but that its basis should rest upon staff opinion which in turn would rest on the best service to clients. Strong feeling was expressed that workers should participate in evaluation of their own work.

One member said, "The committee discussed the *what* and *how* of administration but omitted the *who,*" and then implied that if we trusted one another, we would have few, if any administrative problems. The committee chairman agreed that the *who* was important, but asked, "How is professional trust and confidence in one another developed except through sound practice in administration which also considers the *what* and the *how?*" Knowledge of administration of social work necessitates a knowledge of social work

and professional preparation for it. It has been stated sometimes that knowledge of administration only is sufficient, and short courses have been inaugurated to prepare "administrators." We are realizing that one has to understand what one administers. If one is a business administrator, one has to understand business; if one is a social work administrator, one has to understand social work.

Some concern was expressed in regard to how the executive could keep in touch with the direct service provided by the agency,—should she carry a few cases? Someone asked, "Is she a case worker after years as an administrator?" It was thought that there might be other ways of keeping in touch with the direct service than by carrying cases. The process the administrator uses may necessitate all of the understanding possessed by the case worker, but it has a different focus—a different *what*.

A chapter member asked, "Whose responsibility is it to interpret the purpose of the agency to the clerical staff?" It was thought that this would be the administrator's function and that it involved definition of the area in which each staff member could best make his contribution in furthering the social welfare purpose of the whole agency.

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# AASW MEETINGS

## Association meetings scheduled during regional conferences of NCSW

PLANS for Association meetings at the New York City and St. Louis regional conferences of the National Conference of Social Work are already well under way and in view of cancellation of the delegate conference it is likely that there will also be one or more such meetings during the regional conference in Cleveland. These meetings are being sponsored by chapters and state councils in the localities of the regional meetings. The national Association is assisting on arrangements. The present schedule of these meetings and a brief description of the program where this has been decided are given below.

**New York City**—Meetings held under the auspices of the New York State Council

Tuesday, March 9, 4 to 5:30 P.M., Hotel Pennsylvania

Program to be focussed on consideration of problems of organization and planning of social services in the war and post war periods

Wednesday, March 10, 4 to 5:30 P.M., Hotel Pennsylvania

Discussion of conclusions of National Board on special study of membership standards

**St. Louis**—Two meetings are scheduled on:

Tuesday, April 13, 4 to 5:30 P.M., Statler Hotel

Thursday, April 15, 4 to 5:30 P.M., Statler Hotel

Mrs. Rosebud Savage of Oklahoma, chairman of the 1942 Southwest Regional Conference (which was cancelled) with the assistance of a program committee, and the St. Louis Chapter, has undertaken to plan the program for two meetings during the NCSW regional conference in St. Louis.

**Cleveland**—Time has been reserved for meetings in Cleveland as follows, and consideration is being given to plans for Association meetings there since there will be no delegate conference.

Tuesday, May 25, 4 to 5:30 P.M., Statler Hotel

Thursday, May 27, 2 to 3:30 P.M., Hotel Cleveland

Chapters in these regions will be kept informed of final plans which develop. It is expected that at all three regional meetings members of the National Board will be present to participate in discussion. All members of the Association are urged to note the time of the meetings and to attend them if possible.

The Association will have a booth at each of the three regional meetings of the NCSW in charge of a member of the national staff and additional information about the meetings will be available at the booth.

# PLAN FOR MAIL VOTE ON QUESTION OF REINCORPORATION

*RECOMMENDATIONS of the Board on which the membership will be asked to vote by mail in the late spring and an explanation of what is involved in the reincorporation of the Association in New York State are given below. The Board is proposing this action in order to bring the Association's corporate status up to date.*

Since 1923 the AASW has been incorporated under the laws of the State of Maine. It was learned last year, however, that recent changes in Association structure and methods of operation set up by the membership were not permissible under the technical requirements of these laws. Accordingly, in October 1942 the National Board authorized that steps be taken preparatory to bringing the Association's corporate status up to date. In doing so the Board first considered the question of whether incorporation was necessary or desirable and concluded that it was an important protection to provide a corporate body for such purposes as the making of contracts, as, for instance, with the executive secretary, avoiding personal liability of officers and Board members, and enabling the Association to receive money from grants.

After considerable investigation and consultation with legal counsel, the best solution appeared to be reincorporation in New York State where, unlike Maine, there is special provision in the law for nonprofit membership organizations. To have an up-to-date corporate status in any state in the country would require some changes in the present bylaws and New York State was finally selected because it required a minimum of changes, all of which are of a technical nature rather than changes in substance.

As the delegate conference has been cancelled, there now needs to be a mail vote of the membership on the question of reincorporating the Association in New York State. This vote will take place under the present bylaws. Originally the Board planned to propose certain bylaw amendments to the delegate conference for action, after which it would have been necessary for the conference to pass a motion that the bylaws as amended were to be adopted as the bylaws of the new corporation, at its first corporation meeting.

The Board appointed a standing Committee on Bylaws in October 1942, to be responsible for continuous review of the Association's bylaws and for recommending from time to time, for Board consideration, such changes in existing provisions as might seem to be needed. In its work this year the Committee on Bylaws reviewed the bylaws from the standpoint of the changes necessary for reincorporation in New York State, the changes necessary to include such previous delegate conference actions as might be desirable to have in the bylaws and other changes needed to clarify the provisions of the bylaws and make them more consistent throughout. Working under directives from the National Board, the committee prepared a number of recommendations on revisions which might be presented to the membership for action.

When it was decided to cancel the delegate conference it seemed undesirable to go ahead with the original plan, since any amendment under the present bylaws requires a two-thirds vote of the membership in a mail vote. By limiting action to the one fairly simple matter of reincorporation, however, a vote of only one-half the total number of members, representing one-half the total number of chapters, would be required to decide whether or not the membership approves the Board's recommendations on reincorporation in New York State.

The Executive Committee agreed that this question should be voted on by the membership which would also be asked to authorize the adoption of the present bylaws, unchanged except in those sections designated by legal counsel as necessary to meet the technical requirements of the New York State laws, as the bylaws of the new corporation at the first corporation meeting. This corporation meeting is the final step in completing the incorporation and at this meeting the adoption of the present bylaws would take place.

The laws for membership organizations in New York State require technical changes in the Association bylaws rather than changes in substance. The major changes occur in the manner by which several of the matters now passed upon in the delegate conference or through a mail vote of the membership, are acted upon finally. The Corporation meeting must be designated as the membership meeting with authority for final action on the election of officers and members of the National Board, the dissolution or merger of the Corporation, the amending of the Articles of Incorporation and the ratification of bylaw amendments. The two means for expression of membership opinion, the delegate conference and the mail vote, are still operable through the device of casting a proxy rather than a direct vote, but technical decisions taken by either means on the specific matters mentioned must be ratified through the official action of the Corporation meeting. All matters relating to principle and policy may still be acted on finally by the delegate conference or through a mail referendum.

The above represent the major changes required by law. There must also be several minor revisions. They include changing the date and name of the State on the corporate seal, omitting the provision for electing a clerk as an officer, making provision for all persons in elected positions at the time of incorporation to finish out their terms of office, changing the date and place of the annual meeting and designating the manner of its calling, and the omission of all dates previously set into the bylaws to mark the time at which an amendment was to become effective, since everything in the present bylaws becomes effective as of the date the bylaws are adopted for the new corporation.

The proposals on which the membership will be asked to vote are:

**That the National Board be authorized to take whatever steps are necessary to dissolve the incorporation of the AASW under the laws of the State of Maine.**

**That the National Board be authorized to take whatever steps are necessary to incorporate the AASW as a membership corporation under the laws of the State of New York.**

**That the bylaws of the Association, revised only as necessary to meet the requirements of the corporation laws of New York State, be authorized for adoption as the bylaws of the newly incorporated organization at its first Corporation meeting.**

Beyond the technical changes, many others appear to be desirable. Several of these were recommended by the Committee on Bylaws in its report to the Executive Committee and several others were suggested for further study. The Executive Committee will recommend to the Board that these proposals be placed before the membership for action at the first opportune time.

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THE following national standing committee completes the information on 1942–43 standing committees (printed in the January 1943 COMPASS).

## Committee on Bylaws

### *Assignment*

The Committee on Bylaws is to be responsible for continuous review of the Association's bylaws and for recommending from time to time for Board consideration changes in existing provisions which may be needed. This includes responsibility for study and formulation, for purposes of later incorporation in the bylaws, of changes which may grow out of actions taken by the Board.

### *Personnel*

E. Marguerite Gane, Chairman.....Buffalo
Clarence Leeds.....New York City
Earl N. Parker.....New York City

CORRECTION. Oscar Whitebook whose comment on the Use of Case Records was published in the January 1943 COMPASS was incorrectly listed as from Los Angeles. Mr. Whitebook is with the Council of Social Agencies in Seattle, Washington.

# REPORT ON ASSOCIATION FINANCES

## Comparative Tables Indicate Budget Estimates and Actual Expenditures for 1942, Budget Estimates for 1943, and a Report from the Treasurer

| | *Budget Estimate for Year Ending December 31, 1942. Budget Items Only.* | | *Statement of Cash Receipts and Disbursements for the Year Ended December 31, 1942* | | *Budget Estimate for Year Ending December 31, 1943. Budget Items Only.* | |
|---|---|---|---|---|---|---|
| BALANCE JANUARY 1 | | $1,047.81 | | $1,047.81 | | $5,749.60 |
| BUDGET RECEIPTS | | | | | | |
| Membership Dues | $62,350.00 | | $61,141.69 | | $56,000.00 | |
| Additional Contributions | 210.00 | | 229.00 | | 150.00 | |
| Miscellaneous | 500.00 | | 537.64 | | 500.00 | |
| Total Budget Receipts | $63,060.00 | | $61,908.33 | | $56,650.00 | |
| BUDGET DISBURSEMENTS | | | | | | |
| Salaries | $39,425.00 | | $34,454.26 | | $33,350.00 | |
| Office expense | 8,600.00 | | 9,490.33 | | 9,800.00 | |
| Social security taxes | 1,243.00 | | 1,119.14 | | 1,200.00 | |
| Incorporation | ..... | | 50.00 | | 500.00 | |
| Committee travel | 7,330.00 | | 7,129.05 | | 8,400.00 | |
| Staff travel | 2,500.00 | | 1,993.33 | | 2,000.00 | |
| COMPASS | 2,900.00 | | 2,891.33 | | 3,000.00 | |
| Publications | 20.00 | | 16.41 | | 200.00 | |
| Conferences | 165.00 | | 165.00 | | 300.00 | |
| Wartime committee on personnel | ..... | | ..... | | 500.00 | |
| Total Budget Disbursements | $62,183.00 | | $57,308.85 | | $59,250.00 | |
| Excess Budget Receipts over Disbursements | | $877.00 | | $4,599.48 | | $2,500.00† |
| NON-BUDGET RECEIPTS | | | | | | |
| Chapter dues received | | | $27,332.33 | | | |
| Rental grant | | | 2,167.00 | | | |
| Chapter dues advanced | | | 100.00 | | | |
| Personal air travel advanced | | | 199.75 | | | |
| Social security taxes withheld from employees | | | 280.56 | | | |
| Total Non-Budget Receipts | | | $30,079.64 | | | |
| NON-BUDGET DISBURSEMENTS | | | | | | |
| Chapter dues disbursed | | | $27,332.33 | | | |
| Rent against grant | | | 2,167.00 | | | |
| Personal air travel advanced | | | 199.75 | | | |
| Payment of social security taxes withheld from employees | | | 278.25 | | | |
| Total Non-Budget Disbursements | | | $29,977.33 | | | |
| Excess Non-Budget Receipts over Disbursements | | | | $102.31 | | |
| Excess Total Receipts over Total Disbursements | | | | $4,701.79 | | |
| ESTIMATED BALANCE, DECEMBER 31, 1942 | | $1,924.81 | | $5,749.60* | | $3,149.60‡ |

* Balance, December 31, 1942.
† Excess budget disbursements over receipts.
‡ Estimated balance, December 31, 1943.

NOTE: At December 31, 1942, the Association had $425.00 on deposit with Transcontinental & Western Air, Inc., in connection with an Air Travel Plan, and had liabilities of approximately $700.00 for various current bills unpaid at that date. The books of the Association for 1942 were audited by *Haskins & Sells*, Certified Public Accountants.

## LETTER FROM THE TREASURER

*AT the request of the Executive Committee, Mr. Paul L. Benjamin, Treasurer of the Association, explains herewith some of the important trends indicated by the 1943 budget. The Executive Committee believes it is important for each member of the Association to understand as clearly as possible what the present financial situation of his national Association is. It is the hope of the committee that each member will consider this letter from the Treasurer addressed to him personally.*

**Dear Member:**

I am glad to have your letter asking certain questions about the finances of the Association. I wish more members would show the interest you have. One of the facts I do not believe is generally understood is that a considerable part of the income of the Association goes to cover the sustaining costs of a national organization, and that we are committed to carrying out these operations by action of the membership through the delegate conference, through Board policies and by reason of the structure and framework of the Association as embodied in the by-laws. These include such items as administering the membership requirements on a uniform national basis; collecting chapter dues and refunding them to chapters (a complicated piece of bookkeeping when over 10,000 individual records and 91 chapters are concerned); keeping an up-to-date list of members and notifying chapters when their members move—not as simple as it might seem when 4,500 changes of address a year are handled by the national office; maintaining a file of abstracts of chapter activities based on minutes, reports and other material sent in by chapters; handling at least 31,000 pieces of incoming mail in a year, and sending out some 67,000 pieces of mail (exclusive of THE COMPASS).

We have tried to cut down expenses as far as possible on some of these essential routines and we have succeeded in making substantial savings through such means as reducing the number of membership dues bills (if only members would pay up more promptly!) and simplifying other operations. But there remains an inescapable minimum if the national office is to be reasonably efficient in doing the job the membership wants it to do.

Then there is a bed rock of expense necessary to operate our kind of national membership organization which you and the other 10,000 or so members have shown that you want. I would cite particularly the complicated and expensive nominations and elections procedures; also the holding of at least three meetings of the National Board a year. This year it is costing about $2,150.00 each time the Board meets. This is a substantial sum even though the Association undertakes to pay for only two of the three meetings. It costs about $300.00 for the Executive Committee to meet. I think you would agree however that we have a governing body which is as representative of the entire membership as one could be and that we want to retain as democratic an organization as possible.

While the Association was in a period of expansion where income ran ahead of the estimates, fiscal matters were comparatively easy. For instance in 1938 the Association spent nearly $70,000.00. For 1943 we anticipate income of $56,650.00. Obviously the Association could do many things in 1938 which it will be unable to do in 1943 or probably in 1944.

We are paring the 1943 expenditure budget to $59,250.00 and even so will spend $2,600.00 more than expected income. However we had a balance of some $5,700.00 at the end of 1942 and we are planning to draw on that for this year's expenses, carrying over about $3,000.00 into 1944. We are doing this because to curtail expenditures further this year would require major cuts in operations, and this method will spread the 1942 balance in the best possible way that we can find. Unless the situation changes for the better this year we do not see how income will meet expenses in 1944 either. The Financial Advisory Committee has repeatedly urged the wisdom of maintaining an unappropriated reserve of at least $2,500.00 as an anchor to windward, but

it isn't possible to plan for that now. The balance at the end of 1942 resulted from such factors as having only one professional person on the staff for the last half of 1942, cancellation of a delegate conference in 1942 and the fact that little staff travel could be planned for or undertaken.

I can hear you ask why the Association finds itself so cramped for funds when there is such a demand for social workers. I believe part of the answer is that during the thirties there was a heavy influx of new members—because there were more people going into social work, getting professional education and wanting professional status. For example 1,227 new members were admitted in 1935 as against 569 in 1942. And of course tightening up membership requirements (by action of the membership) in the early thirties certainly meant that only those with professional education could become members. Now the professional schools are faced with a difficult dilemma—decreased enrollment and increased demand for trained people. In spite of the fact that some chapters are doing a fine recruiting job, it is probable that not more than 40 per cent of graduates of schools of social work are applying for membership.

Another reason for decreased income is that the Board over a year ago decided to cancel dues for members who are serving in the armed forces. While this keeps these members on the rolls, as the war continues the Association stands to lose an accelerating amount of money. But there is no argument against that policy is there?

All of this adds up to a serious problem for the Financial Advisory Committee, the Executive Committee, the National Board, and more indirectly but very realistically for the membership. It means taking what money there is and putting it into maintaining the structure and framework of the national Association and spending what is left over as wisely as possible on matters of vital concern to professional social work at this time. All of us in an official position are trying to face the situation squarely. We do not intend to spend what we do not have even though it means that you and many others will ask why we are not doing some things which were formerly done and some other things which should now be done in this war emergency. We intend to preserve the core of the organization and to follow the mandates laid down by the membership.

Fortunately, although this restricted budget provides for only two professional people, six (instead of 10 or 11) issues of THE COMPASS a year, not much for staff travel (we know how much your chapter wants a field visit) and hardly anything for travel for program committees, there are some interesting things that can be done. The Committee on the Organization and Planning of Social Services in the War and Post War Periods is well under way. We are participating in an important project with certain other professional associations, the War Time Committee on Personnel in the Social Services, as noted in the January COMPASS. That touches every one of us. Not so interesting perhaps but very important is the project for bringing the Association's corporate status up to date by incorporating in New York State. We have also set aside a sum to assist with Association meetings during the three regional meetings of the National Conference of Social Work. Originally as you no doubt know we had planned to hold a delegate conference in May, 1943, but after a careful review of all the factors involved—most of them beyond our control—the Executive Committee just recently decided not to hold one this year. We have made provision for having a mail vote of the membership on some of the questions which would have been up for membership action at the delegate conference.

Your Association is still a dynamic one, destined to play an increasingly important role. You have a going organization with lots of vitality and unlimited potentialities. We are endeavoring to spend the money we have in sight to the most productive end, keeping in mind the mandates which you, the membership, have given us. It does take money to follow those directions. With more money we could do more but further expansion beyond what the Association can now do just isn't going to be posible until income increases.

In conclusion, I want to remind you that especially in these days the Association is benefitting from the days and days of time given each month by committee and Board members, thus supplementing the staff by a service which cannot be estimated in dollars and cents.

Appreciatively yours,

**Paul L. Benjamin, Treasurer**

## PROFESSIONAL ASSOCIATIONS IN THE WAR EFFORT

THE joint committee of the professional associations on problems of social work personnel [of which the AASW is a participant] discussed in the January COMPASS, has been reorganized into the "Wartime Committee on Personnel in the Social Services." Its purposes have become more crystallized and in general are:

to provide for the interchange of information, exploration of common interests and whatever joint action on these matters may be deemed advisable;

to relate the contribution of the professional schools and the field of practice with regard to the content and emphasis in education for social work;

to organize and coordinate the efforts of the five professional associations, which are directed to increasing the supply of trained personnel in the social services during war and reconstruction;

to work with governmental agencies in establishing a definition of the social services essential to health and welfare;

to work on the essentiality of such other services as may be pertinent to the maximum use of human resources to prevent waste, confusion and further dislocation of individual or family life.

In February the Wartime Committee was invited to participate on another committee, representative of public and private welfare services and the professional associations, which was called together in Washington by the ODHWS, with the concurrence of the War Manpower Commission, "to study needs in the welfare field and propose plans for training which may be found necessary." It was stated that representatives of the particular branches of the WMC most concerned with these problems would collaborate with this committee, while the appropriate branches of the WMC would consider its recommendations. The Wartime Committee on Personnel was asked to draw up a statement which defines the essential health and welfare services and the essential occupations within these services, describes shortages of personnel and their causes, defines essential training needs, and makes recommendations for meeting the many problems arising in the area of personnel as the result of wartime crises.

The committee has completed the statement and forwarded it to the ODHWS. We hope to be able to report further developments in the April COMPASS, along with other aspects of the committee's work.

## Changes in Chapter Organization

A NUMBER of changes in chapter organization have been approved recently by the National Board, resulting in a total of 91 Association chapters at the present time. Two chapters have been organized in Kentucky, in place of the Kentucky State Chapter, one covering the western part and the other the eastern part of the state. The *Breckinridge Chapter,* which covers counties in eastern Kentucky, chose its name in honor of Sophonisba Preston Breckinridge whose birthplace is Lexington, Kentucky. The chapter reports that it plans to concentrate on the questions of the organization and planning of social services in the war and post-war periods and that one of its present projects is the establishment of a library of professional books for the use of social workers in the area.

The National Board has granted a request of members in Alabama to organize a chapter in the northern part of the state, in place of the state-wide chapter, partly because of difficulties members have had in attending state chapter meetings. Formerly there were two groups functioning within the state chapter, but the group in the southern section has decided that it would not be wise to attempt the organization of a chapter there at the present time and plans are being worked out so that these members will be kept in touch with the activities of the *Northern Alabama Chapter.*

The Pierce County Chapter has increased its territory to cover five additional nearby counties and changed its name to the *Olympic Chapter.* There are now three chapters in Washington State covering the greater part of the state, in place of the state chapter which was disbanded in February, 1942.

# RECRUITMENT FOR OUR PROFESSION OF SOCIAL WORK

Report on chapter activities in recruiting for professional education by the national Advisory Committee on Recruitment *

"WE can all work together continuously" was the hopeful statement made by your national Advisory Committee on Recruitment in bulletin # 759 sent to chapter chairmen on November 11, 1942. More than thirty chapters are, we know from correspondence, chapter minutes and bulletins, carrying on recruitment activities. Fourteen chapter chairmen or committee chairmen have, in response to the November bulletin, written interesting reports describing the personnel situation in their localities and/or their activities related to recruitment. We learned of the recruitment activities of the remaining six chapters through abstracts of chapter or executive committee meetings. Perhaps there are other chapters engaged in recruiting who have been waiting to surprise us with a complete report later. We are still optimists and hope your hearts are with us even though you have not appeared—as yet.

We all know that one of the ways any organization stays alive is through the establishment of an active channel for interchange—from members through chapters to national staff and return from national staff to chapters to members. The following chapters have participated in this interchange in regard to recruitment through letters and reports describing their activities,—Boston, Buffalo, Cleveland, Georgia, Grand Rapids, Memphis, Central Missouri, New Orleans, Rochester, San Francisco, North Texas, Southeast Texas, Twin City, and Washington, D. C.

We promised you that if you would share with us, we would keep you informed of the national scene as reports from the chapters described it and would pool all suggestions for appropriate member and chapter activity for our mutual use. A list of the chapters responding picture for you the enthusiasm, interest, and effort reflected in the reports of the chapter committees. We became proud of our profession all over again when we realized that this effort is expended in addition to regular, full time professional responsibilities.

The reports from chapter committees show what we are doing and planning to do. We are seeing key people in high schools and colleges—deans, principals, vocational counselors, interpreting to them the profession of social work as an opportunity for their students and offering to speak to the students individually or in groups and to give this service continuously through our Chapter Speaker's Bureau or our Committee on Recruitment for Professional Personnel (sometimes this committee is called Public Relations Committee or Professional Education Committee). Some committees have established information centers where interested individuals can read the pamphlets and books describing social work as a profession; others have purchased the pamphlets described in our November 11th bulletin to distribute to chapter members who have been encouraged to use them in individual recruiting, to libraries of high schools and colleges for student reading, and to vocational advisors. Some committees have used the radio and the press to interpret social work. One committee (Grand Rapids) has an extensive recruiting program and as a part of it sends a monthly bulletin to schools for their bulletin boards. The first bulletin read as follows:

> 6000 social workers needed. The field of social work needs many more professionally educated people to fill positions now avail-

* This committee is centered in Pittsburgh and the members are Marion Hathway, Margaret Rich, and Ruth Gartland, chairman.

able and those that will follow after the war. Helping families to get started again will require the services of people who understand how to help with all kinds of problems. Your (school) advisor will be interested in telling you more about opportunities in social work and the academic requirements preparatory to professional education, which includes a college degree and two years graduate work in an accredited school of social work. For further information consult any member of the Recruitment Committee of AASW listed below. They will be glad to confer with you.

Some chapters plan to give talks and distribute material to clubs and organizations, mentioning alumnae groups, League of Women Voters, college women's clubs, and AAUW. One (Louisiana) is gathering a list of alumni who are social workers and telling the students in their college about them, planning to have some of them return to Alma Mater to tell of their profession.

Other chapters have stimulated schools of social work to give late afternoon and evening courses for the benefit of the partially trained social worker. One chapter (Southeast Texas) working in cooperation with a committee of the Houston Council of Social Agencies, plans during the year to contact schools and other groups and assemble material regarding various schools of social work and goes a step farther: "We plan to work with local agencies which are employing people eligible for professional education, untrained or partially trained, to interest their Boards in developing plans by which promising workers may receive some financial assistance to enable them to secure professional education. Board members might be encouraged to offer the inducement of staff promotion to staff members who do secure education. This chapter has also thought of offering demonstration trips for college juniors and seniors to interpret social work to them and to enable them to interpret to others.

One chapter (Central Missouri) is proposing to use $100 accumulated in dues to assist some public assistance worker in procuring professional education. Another chapter established a fellowship committee but seemed to intend to devote the fellowship to one school rather than to permit the recipient to choose any school. Lack of chapter response was causing this committee to question its continuance.

Several chapters were concentrating all their efforts on recruitment as their chief project for the year seeing its significance for social work now and in the post war years. One was studying employment opportunities in its own state. The Georgia Chapter planned in addition to presenting social work as a profession to high schools and colleges, to give consideration to volunteer groups as possible sources for training. The Boston Chapter in cooperation with other New England chapters, was hoping to have an all day session on recruitment in April at which well known speakers would discuss personnel needs and the place of social work in rehabilitation, present and future.

Some things we have learned from these activities are:—chapter members who have interpreted social work as a professional choice to college students found them interested in being "socially useful." Many wished to give "immediate practical service" and needed help in doing long time planning, including but going beyond the war years. Some educators were found to question the need for courses in social work which on the surface seem to duplicate undergraduate courses. They emphasized that college education alone prepares students for positions. The vocational counsellors spoke of the need for fellowship help for students, for more publicity about social work as a profession, (pamphlets—bulletin board material), and better salaries for professional social workers. One high school counsellor suggested that a talk be given to the students by a social worker with "glamour."

For success in recruitment, we seem to need the following in addition to well prepared speeches and written material describing social work as a profession—(1) more fellowships—an attempt to interest large donors and new groups who have money to invest in a modern profession of value to the community, also board members of social agencies and professional associations. (2) Work-Study plans for partial education. (3) Development of additional field instruction centers. (4) Better salaries in some social agencies for professional social workers. (5) Agency plans for educational leave and financial assistance for promising workers. (6) Coordination of our efforts.

The reports from the chapters showed definite trends in coordination. Chapters

were sharing responsibility with other chapters, other professional associations (AAMSW and AAPSW), with state conferences, with councils of social agencies, with committees of schools of social work.

Comments in regard to appropriate activity showed a strong sense of local responsibility. Chapters saw the national staff and committee assisting by supplying recruiting literature and magazine articles, but the chapters in cooperation with others and using national planning suggestions, seemed to feel responsibility for thoughtful local action. Inappropriate activity was seen to be (1) recruiting for a particular school of social work instead of for the profession and all schools; (2) recruitment for one specialized field of social work instead of for the profession-as-a-whole.

Most of the chapters saw the need to have at least one chapter meeting devoted to discussion of recruitment and the need for membership participation, as one small committee could not accomplish what was needed. A few chapters canvassed their entire membership for volunteer speakers, committee members, etc.

The personnel situation was described by five chapters. Each of these told of shortages of professional workers, who were being replaced by untrained or volunteer workers, or "case aides." A southern chapter said a shortage of professional workers was chronic and not due to the war. One state said untrained workers would be placed in social work positions in 84 counties, "frozen in" under merit system. In one city, 30 per cent of the social workers in 1941 in twenty agencies were newly employed (one public agency had employed 32 new workers which made this percentage high). Actual vacancies in large cities range from 6 to 32, but other vacancies had been filled by untrained workers. Workers with less than one year of professional education (the majority with none) represented about 20 per cent of total staffs in social case work agencies (public, private). Group work agencies were not reported. Three of the five chapters reporting (Pittsburgh, San Francisco, Washington, D. C.) had made studies of their local situations; the others reported impressions.

The joint committee of the professional associations described in the January COMPASS and elsewhere in this issue, has become a wartime committee on personnel for the social services, and has held two meetings to coordinate national recruiting programs. The committee has recognized the need for "recruiting roots" in the undergraduate years from which the desire for professional education will grow and has suggested a closer relationship between the schools of social work and pre-professional education.

The future: Your national committee will be eager to know what has resulted from your plans. We know that some of these plans have been put into action but that perhaps all of them cannot be. If you will share with us again in May, we shall be glad to summarize what has come to pass in all of the chapters. In the meantime, we shall be working on the additional material you have suggested.

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CHAPTERS may be interested in two recent publications of the Social Work Publicity Council, 130 East 22nd Street, New York City. These pamphlets "Bulletins—How to Make Them More Effective" by Catherine Emig and "Writing the Case Story" by Basil Beyea, contain many suggestions for the non-professional journalists within the field of social work and offer some principles about effective publicity writing.

THOSE interested in securing copies of *Louisiana Home Front—A Report on the Public Welfare Help in Louisiana in the War Year 1942* are referred to the present chapter chairman, Miss Moss Tyler, Box 4065, Capitol Station, Baton Rouge, Louisiana. New officers were elected after the January 1943 COMPASS went to press.

## GENERAL CONCLUSIONS

*(Continued from page 13)*

compromising on the desirable solution or whether by adhering to it, at the same time that conscious and recognizable efforts are made toward solutions which will lead ultimately to that desired goal. The National Membership Committee believes the latter method is the one through which we can move forward on membership issues. To establish alternatives for the professional social work education requirements in the Association's membership standard suggests that there can be reliable substitutions; thus, that professional education for social work practice may not be essential. This the National Membership Committee understands to be contrary to recent actions of the membership.

The National Membership Committee believes that any special provision for admission to membership is in the end similar to the present Section 6 and, therefore, subject to the same limitations which interfered with its successful operation. It may be set up differently, may attempt more specifications, may be intended only for one field. The results are the same, however, because it is set up as a means by which the regular requirements do not need to be met. This immediately confuses the intention of the regular requirements and is puzzling to the public, which does not know which standard is the one believed necessary in the public interest.

The problem in administering special provisions alone constitutes a serious obstacle. Even should the considerable costs involved be determined as the most productive use of Association revenue, there would be inevitable unevenness in the way special provisions applied to individual candidates. This would be basically more unfair and more of an impediment to development of the Association as representative of competent professional opinion than would be seemingly fixed application of rules and regulations which affect everyone in the same manner.

In the final formulation of this conclusion, two members of the National Membership Committee felt that they could not agree and it was suggested that they submit a statement on their difference of opinion which could be attached as a minority report. This was done and is included with this report, followed by special points which the majority of the committee would like to have considered.

### The Present Standard and Guide for the Future

The National Membership Committee also concludes that the regular requirements for membership should be maintained for the immediate future except for the elimination of Section 6 as already voted by the delegate conference of 1941 and which, by that conference action, will terminate at the time this report is acted upon by the membership. It arrives at this conclusion not because present requirements are the best the Association can have, nor because they are without difficulties in either policy or administration. A change which would lower standards would be a backward step and would not resolve any of the pending problems. Examination of the present requirements shows that they are not unduly high for the present situation in the field; in fact, that the minimum professional education required is low. The National Membership Committee believes that any changes should be in the direction of raising the requirements, although the present is not an auspicious or practical moment to do so in view of wartime conditions and emergency problems thus precipitated. The committee believes further that revisions and changes may best come about through continuous study as our experiences produce answers and solutions to new and changing problems.

When completing its report to the National Board in the summer of 1942 it appeared that certain simplifications and clarifications of the present requirements might be proposed at this time since current administrative experience had indicated the desirability of such revisions. The National Board approved the plan for considering this kind of change. However, when those which had been contemplated originally were discussed by the committee this winter, question arose as to how such changes, made now, would reflect current developments in education, both undergraduate and graduate, and what educational plans may be settled upon at the end of the war. This threw into serious doubt the advisability of making now even simple revisions such as would be in line with current administrative experience and would make more understandable the current requirements. The NMC decided to hold this matter in abeyance and is therefore not proposing any changes in ARTICLE IV of the by-laws.

In this connection the National Membership Committee found that it is now possible to identify more extensively than before

definite tests against which questions about the membership standard should be measured. Adoption in 1940 of the resolution on purpose and membership policy did much toward clarification of the nature of a professional organization and the relation of the Association's purpose as a whole to the principle of membership selection. The National Membership Committee has concluded that the criteria which it defined and which are given on page 11 provided additional guides which, if approved by the membership as working policy, will be of further aid in development of the membership standard and in recurrent adjustment of membership policy and membership requirements to changes in the conditions and standards of social work practice.

### The Relation of the Standard to the Size of the Membership

Elsewhere in its report the National Membership Committee deals with the question of numbers, and reference is also made to the resolution on purpose and membership policy, which recognizes that a selective membership standard necessarily gives precedence to considerations of quality rather than numbers and representation. Figures available from the 1940 Census show a total of 69,677 employed social and welfare workers. The census did not show how many of these workers have professional education. It is known that in recent years a relatively small percentage of graduates of schools of social work have become members of the AASW. This is a factor for considerable concern because professional education in itself should lead consistently to interest in assuming general professional responsibilities after a worker completes his preparation.

That about one-seventh of all social workers are members of the AASW is a problem for the Association too, but one of a considerably different sort. Numbers are advantageous for many obvious reasons: to increase personnel and financial resources, and particularly to provide the Association with the maximum contribution from practice in furthering its objectives. Greater size alone cannot improve the quality of what the Association represents and therefore the quality of what it accomplishes. A trend in the direction of the membership's inclusion of all those who by their training and experience are equipped and interested in contributing to the Association's representation of the profession is essential if the profession is to grow. The evolution of the professional movement should lead to a larger and larger percentage of social workers becoming members of the professional association because the Association is its members, and organized responsible participation in professional development is a part of the professional discipline which is to be acquired in professional preparation. To the National Membership Committee the present percentage is a reflection of the stage of the profession's development. The membership standard is intended to establish one tool by which the profession's development may not only be assured but accelerated; its purpose is neither for exclusiveness nor for inclusiveness. The standard therefore should be in advance of the field of social work as a whole, not in conformity with it.

### Future Needs in Continuing Study of Membership Problems

Questions about kinds and grades of membership were included in the scope determined upon for this study. Various proposals about them have come to the attention of the National Membership Committee but for reasons noted in the body of the report there has not as yet been exhaustive study of them. The present requirements contain two grades of membership by providing for a junior class. This is safeguarded by the requirement that full membership be achieved within a specified time. The proposals for an "associate" membership now known to the National Membership Committee constitute a different situation. Such proposals are apparently directed to setting up a grade of membership which has no relation to the membership standard, the purpose of which is to secure numbers or to bring in those in practice who do not qualify. These proposals also suggest that the only effective relation the Association can establish with social workers who do not meet the required qualifications is by revising the qualifications to include them. The National Membership Committee believes that there are many other means for a good working relationship with these social workers, means which take account of their value in the total professional movement and which also recognize the individual and special contribution which each organization in social work offers. The National Membership Committee does not wish now to imply any general conclusion on the matter of possible associate or affiliate membership.

It doubts whether such a membership could be useful to the members brought in through the plan, or to the Association as a whole, unless it were set up in such a way as to lead to meeting the regular requirements at some

point after admission. In line with this principle, now in operation in the junior membership class, there is room for exploration also of the advisability of a student class of membership. This question has just been assigned by the Board for study by the National Membership Committee.

Changes to improve the usefulness of the requirements to the Association's purposes are not readily identifiable at this time without further discussion on many issues not yet adequately considered throughout the Association. Therefore the National Membership Committee has recommended to the Board that provision be made for further study on other membership problems such as ethical eligibility, interpretation of "employment in an approved agency" as a criterion, methods of endorsement, the validity of field work as a requirement, recruitment, registration as distinguished from membership requirements. Much preliminary work has been done on several of these problems but they are not ready for specific action. No one occasion can be expected to provide opportunity for a complete review and action upon all pending membership issues.

The National Membership Committee believes that it is of critical importance to study in the immediate future some of the related problems brought to focus in this study of membership, problems for which special membership provisions or changes in the regular requirements have been offered as solutions for a number of years. These have been revealed particularly in the subcommittee reports. Especially important is AASW attention to the inadequacies and gaps in professional education for social work and resources for obtaining it. The problems and experiences of social work practice in all areas and fields must be brought into a closer and determining relation to the content of professional education to prepare persons responsibly for generic as well as specialized social work jobs. The National Membership Committee hopes the Board will consider this subject as one to be included in its program plans in the very near future, for upon professional social work education as the common base rests the full weight of the Association's effectiveness in other program areas.

Another problem lies in the need for more development and application of personnel standards, particularly in certain fields of practice. Such problems may be more constructively met through a direct approach as valid issues in and of themselves or as parts of other Association activities. To consider them as problems deriving from membership requirements does not result in their effective solution and complicates the legitimate and sizable job to be done on membership problems proper such as are noted in the preceding paragraph.

## PROPOSALS FOR ACTION BY THE MEMBERSHIP

*THE following proposals will form the basis on which the National Board will request membership action through a mail vote later this year.*

1. That the criteria for membership requirements in the AASW as given on page 11 of this report be established as a statement of policy regarding the nature and form of the Association's membership standards to be used as a guide in consideration of present and future questions and proposals about membership policy and membership requirements.

2. That since the AASW is a general professional organization and its membership standard must be related to the purposes and needs of a general professional association, and since problems of ineligibility from fields or groups should be dealt with directly rather than through adaptation of the common base defined in the membership standard, no special provisions for membership from different fields or different groups be established.

3. That the requirements for membership and junior membership as now given in ARTICLE IV of the bylaws be maintained for the immediate future.

The elimination of the present special provision, Section 6, which was called for by the 1941 Delegate Conference, will go into effect immediately upon action on this report.

## MINORITY REPORT FROM THE NATIONAL MEMBERSHIP COMMITTEE

A clear difference of opinion developed in the National Membership Committee between the undersigned and the other members of the committee concerning how the adoption of the Group Work Subcommittee's proposal relates to the general conclusions of the National Membership Committee's report.

In the light of the returns from discussions in chapters and among individuals on the preliminary report of the National Membership Committee, which was approved by the Board and sent to chapters, we feel that the group work proposal should have further consideration. The Group Work Subcommittee did not intend their proposal to be a substitute for Section 6. It does not attempt to blanket in unqualified persons, but grows out of special conditions which exist in the group work field at this time and which do exist in the other fields at the present. The Subcommittee felt that the possibilities for the AASW to be effective in raising standards in group work are handicapped by the fact that persons in the field, who are now active in group work circles and who think of themselves as group workers, and who wish to see group work develop as a social work specialty or method, are now excluded from membership because their professional-technical-education was acquired outside the schools of social work and before the development of group work curriculum in the schools. There is not a large number of such individuals but they are important in the development of a cohesive professional group in the field.

The intent of the subcommittee was therefore:

(1) To bring into the AASW this active group work leadership now in a position to assist in associating the field with social work and social work education.

(2) To maintain an educational base for admitting these people by requiring graduate academic work plus experience in the field for a limited group of individuals.

(3) To protect standards by setting a time limit upon the operation of the proposal. (It is a temporary measure.)

(4) To insist that newcomers in the field be admitted only through the present requirements.

The arguments advanced by the National Membership Committee against accepting the proposal of the Subcommittee on Group Work are based, not upon the merits of the proposal itself, and its possible advantages in developing professional standards in group work, but rather upon (1) the difficulties of administration and (2) the fear that *any* special provision would set a precedent that other fields of social work might use to initiate changes in membership requirements which would lower professional standards. We felt that the administrative difficulties were no greater than have been encountered in the administration of the present requirements, and that the second objection could be adequately dealt with on its merits, if and when it arose.

The arguments of the National Membership Committee indicate a lack of confidence in the Association's ability to deal positively with developments in specialized fields.

We feel complete unanimity with the other members of the committee in the need to protect standards. The proposal of the Group Work Subcommittee we feel was directed toward that end. The difference of opinion arises around conjecture concerning the ultimate effects of its adoption. We hope this minority report will contribute toward clarifying the issues which should be considered in a decision of such importance to group work.

CHESTER BOWER
MARGARET WILLIAMSON

## COMMENTS OF THE NATIONAL MEMBERSHIP COMMITTEE ON THE MINORITY REPORT

The issue as drawn by the Minority Report is whether a specialized field should be granted a set of alternative requirements. True, these are proposed for a restricted period and with intent of providing substitutes for the regular requirements, rather than measures for lowering standards.

Whether a deviation of this sort would or would not be utilized by those group workers

for whom it is proposed, and whether it would produce the kind of identification with social work on the part of such group workers, experience alone could test. However, in the past such group workers did not avail themselves of the blanketing-in provisions open before 1933 (and the substitute proposals are designed for older group workers well established in practice), nor have they utilized to any appreciable extent the provisions of Section 6. The majority of the committee questions whether another set of special provisions would be any further utilized, and whether the professional development of group work would be enhanced.

The administrative problems and costs in carrying out special projects are considerable, as exemplified by the Association's experience with Section 6. However, these are not insurmountable if the Association wishes to " pay the bill," so to speak, in time, money and energy diverted from other activities.

In the thinking of the majority of the committee, the most serious objection to consideration of the group work proposal lies in the responsibility of the Association for dealing fairly and equitably with all fields, for the precedent of an alternative for one special field would inevitably lead to similar requests from other fields. Each request in itself might seem praiseworthy, with individual extenuating reasons and time limitations, but the total result would lead the Association away from a common base to become a federated group of specialties. If this is the intent of the membership, it calls ultimately for further revision in both structure and program. Establishing alternatives to the basic requirements for specialties sets up a principle about the desirable method for the Association to use in its relation to the development of specialties—that is, use of the membership standard itself.

The Minority Report speaks of this as " a fear to be dealt with if and when it arises." To the majority of the committee there is an immediate reality to be met in any deviation from a common base. The Subcommittee on Community Organization also proposed a different set of time-limited equivalents for workers in that field. The issue was also raised in the other two subcommittees, Public Welfare, and Probation and Parole, and the National Membership Committee has been informed that immediately upon the acceptance of the principle of special provisions for one field, other similar sets of special provisions will be forthcoming. Social work is a young profession and there will be a continuing group of new specialties with new needs.

In not accepting these proposals for special provisions in the requirements the majority of the committee believes that it has acted in conformance with privous decisions of the Board and Delegate Conference on membership questions and with the Association's purposes. It believes that the membership as a whole should see the issue raised by the subcommittee as a clearcut one of far-reaching and general policy.